United Nations E/CN.5/2011/7

Economic and Social Council

Distr.: General
23 November 2010

Original: English

Commission for Social Development
Forty-ninth session
9-18 February 2011
Item 3 (b) of the provisional agenda*
Follow-up to the World Summit for Social Development and the twenty-fourth special session of the General Assembly: review of relevant United Nations plans and programmes of action pertaining to the situation of social groups

Modalities of the second review and appraisal of the Madrid International Plan of Action on Ageing, 2002

Report of the Secretary-General

Summary

The present report, which is submitted in response to Economic and Social Council resolution 2010/14, gives an overview of the modalities of the first review and appraisal of the Madrid International Plan of Action on Ageing, 2002, that will be used for the second review and appraisal, as well as a preliminary indication of the United Nations system and civil society plans. The report also highlights lessons learned and issues which need more attention in the second appraisal exercise.

* E/CN.5/2011/1, to be issued.

10-65803 (E) 081210

Please recycle

Contents

		Page
I.	Introduction	3
II.	Process and modalities of the first review and appraisal of the Madrid International Plan of Action on Ageing, 2002, and their continuing relevance for the second review and appraisal exercise	3
III.	Preliminary list and timeline of initiatives of the United Nations system and civil society in preparation for the second review and appraisal of the Madrid Plan of Action	5
IV.	Lessons learned for the second review and appraisal of the Madrid Plan of Action	7
V.	Proposed calendar for the second review and appraisal of the Madrid Plan of Action	9
VI.	Recommendations	11

I. Introduction

1. The Madrid International Plan of Action on Ageing, 2002, adopted by the Second World Assembly on Ageing, stated that systematic review of its implementation by Member States was essential for achieving improved quality of life of older persons and that the Commission for Social Development should be responsible for the follow-up and appraisal of its implementation.[1]

2. The present report has been prepared to facilitate discussions concerning the organization of the second review and appraisal of the Madrid Plan of Action at the Commission for Social Development, as requested in Economic and Social Council resolution 2010/14. Issues identified in resolution 2010/14, which relate to recent efforts by Member States and the United Nations system to participate in the implementation of the Madrid Plan of Action, are addressed in the report of the Secretary-General entitled "Follow-up to the Second World Assembly on Ageing", submitted to the General Assembly at its sixty-fifth session (A/65/158).

3. While the principal approach to the review and appraisal of the Madrid Plan of Action has been defined in resolutions 42/1, 44/1 and 45/1 of the Commission for Social Development, further details are required on the modalities of the second review and appraisal cycle. Consequently, this report presents Member States with possible arrangements and a timeline. It also raises issues to be brought to the attention of Member States, taking into account lessons learned during the first review and appraisal process. Furthermore, the report outlines the initial plans of the United Nations system and civil society organizations in support of the review and appraisal process.

4. The modalities of the first review and appraisal exercise are summarized in the following section.

II. Process and modalities of the first review and appraisal of the Madrid International Plan of Action on Ageing, 2002, and their continuing relevance for the second review and appraisal exercise

5. In its resolution 42/1 on the modalities for the review and appraisal of the Madrid Plan of Action, the Commission for Social Development encouraged Member States to establish or strengthen national coordinating bodies or mechanisms to facilitate the implementation and dissemination of information about the Madrid Plan of Action, including its review and appraisal. The Commission also encouraged Member States to include both ageing-specific policies and ageing-mainstreaming efforts in their review and appraisal of the Madrid Plan of Action and in their national strategies, bearing in mind the importance of mainstreaming the issue of ageing into global agendas.

6. In the same resolution, the Commission decided to undertake a review and appraisal of the Madrid Plan of Action every five years. Additionally, the regional commissions were requested to promote and facilitate the implementation, review,

[1] *Report of the Second World Assembly on Ageing, Madrid, 8-12 April 2002* (United Nations publication, Sales No. E.02.IV.4), chap. I, resolution 1, annex II, paras. 131 and 132.

appraisal, and dissemination of the Madrid Plan of Action at the regional level. The Commission also requested relevant bodies of the United Nations system to actively support national review and appraisal efforts by providing technical assistance for capacity-building, including for the development of modalities for disaggregating population data and statistics by age and sex.

7. The Economic and Social Council, in its resolution 2003/14, invited Governments, the United Nations system and civil society to participate in a bottom-up approach to the review and appraisal of the Madrid Plan of Action. This approach entails the gathering of information through the sharing of ideas, data collection, and best practices, and is designed to ensure that the review and appraisal, when carried out in each country, begins at the local levels where issues arise. The process would involve open-ended dialogues, meetings and forums with various stakeholders at local levels both in and outside of government, and in partnership and coordination with national actors. The findings of these local review processes would be consolidated at the national and then regional levels.

8. In resolution 44/1, the Commission for Social Development decided on a calendar for the first review and appraisal cycle and requested the Secretariat to coordinate efforts in identifying support that could be provided to Governments in undertaking participatory review and appraisal of the Madrid Plan of Action. The regional commissions were requested to identify appropriate modalities for the regional review and appraisal process and were encouraged to convene regional review and appraisal activities.

9. In its resolution 45/1, the Commission for Social Development called upon Governments to promote the bottom-up participatory approach throughout the entire implementation process of the Madrid Plan of Action, and to undertake national review and appraisal exercises of specific identified areas by using the participatory, bottom-up approach. In addition, the regional commissions were requested to forward their findings of the first review and appraisal, along with identified priorities for future action to the Commission for Social Development.

10. In its resolution 2010/14, the Economic and Social Council endorsed the theme "Full implementation of the Madrid International Plan of Action on Ageing: social situation, well-being and dignity, development and the full realization of all human rights for older persons" for the second review and appraisal exercise, and also decided that the Commission for Social Development would conduct the global segment of the second review and appraisal at its fifty-first session in 2013.

11. The Economic and Social Council further decided that the procedure of the second review and appraisal of the Madrid Plan would follow the set procedure of the first review and appraisal exercise, and would include preparatory activities at the national and regional levels, including those conducted by the Regional Commissions that conclude in 2012. However, Member States are free to utilize an optional open method of coordination for the review and appraisal, as presented to the forty-eighth session of the Commission.[2]

12. Furthermore, in a note verbale of 2009, Member States and Permanent Observers were invited, inter alia, to provide views on the procedure for the future review and appraisal process which was reported to the forty-eighth session of the

[2] E/CN.5/2010/4.

Commission.[3] Fifty-five Member States responded to this request, out of which twenty Member States supported an open method of coordination. This methodology was supported, in particular, by the Member States of the ECE region.

13. Combining the procedure followed for the first review and appraisal with the open method of coordination, a balance between a narrative, bottom-up participatory approach and an approach favouring the collection of quantitative data could be provided. The *Guidelines for review and appraisal of the Madrid International Plan of Action on Ageing — Bottom-up participating approach* and the *Guide to the National Implementation of the Madrid International Plan of Action on Ageing* serve as blueprints for this method of policy evaluation, including for the selection of indicators.[4]

14. Therefore, all modalities that apply to the second review and appraisal of the implementation of the Madrid Plan of Action on Ageing, 2002, with exception of a calendar of events, have been addressed in various resolutions and reports.

III. Preliminary list and timeline of initiatives of the United Nations system and civil society in preparation for the second review and appraisal of the Madrid Plan of Action

15. The Economic Commission for Africa (ECA) looks forward to undertaking a regional review and appraisal process, with country-level ownership of the process, in partnership with the African Union, the United Nations Population Fund (UNFPA), the Department of Economic and Social Affairs, as well as with the Economic and Social Commission for Western Asia (ESCWA), in the case of its North African States. The African research network on ageing and civil society organizations, such as HelpAge International, will also be invited to contribute to the process.

16. The ECA secretariat will issue a concept note and guidelines for the preparation of country reports as well as a questionnaire under the guidance of a steering committee. It is hoped that the process would lead to establishing a regional knowledge, data and information database on ageing in Africa. A regional "Madrid plus 10" conference or expert group meeting, supported by various partners, is envisaged for March 2012.

17. The modalities of the second cycle of the review and appraisal of the implementation of the Economic Commission for Europe Regional Implementation Strategy for the Madrid International Plan of Action on Ageing are outlined in a report prepared by the Working Group on Ageing of the Commission for its third meeting, held in Geneva on 22 and 23 November 2010.[5] The Working Group, consisting of Member States from the region, was established following the adoption in September 2002 of the Economic Commission for Europe (ECE) Regional Implementation Strategy to provide ongoing impetus to the implementation of the Strategy.

---

[3] E/CN.5/2010/4.

[4] Available from www.un.org/ageing/research_papers.html.

[5] ECE/WG.1/2010/5.

18. The proposal put forward by the Working Group calls for local and national review and appraisal information to be submitted to the ECE secretariat in time for the preparation of a regional assessment in 2012. The ECE secretariat will issue guidelines for preparing national reports and reporting on the findings.

19. Subject to the initiative of member States of the Commission and the availability of resources, the regional assessment could be conducted within the framework of a regional ministerial conference, to be held in early 2012. The conference would also adopt priorities for furthering the implementation of the Regional Implementation Strategy and the Madrid Plan of Action and for assisting member States.

20. The Economic Commission for Latin America and the Caribbean (ECLAC) plans to organize a regional review and appraisal conference with the support of UNFPA in the first quarter of 2012. The Economic Commission for Latin America and the Caribbean (ECLAC) secretariat will disseminate guidelines for the preparation of national reports in early 2011.

21. The Economic and Social Commission for Asia and the Pacific (ESCAP) plans to launch the second regional review and appraisal by disseminating a regional survey and questionnaire to member States in early 2011. Survey results will then be collected and reviewed along with country reports. By mid-2011, a draft report will be prepared to provide an analysis of the main findings, identify key priority action areas and good practices and suggest policy responses.

22. A preparatory regional body, to be set up, will meet in the last quarter of 2011 to review the report and draft recommendations for the high-level intergovernmental meeting on the Second Regional Review and Appraisal, scheduled to be held in early 2012. The outcome of the high-level intergovernmental meeting will be submitted to ESCAP at its sixty-eighth session for adoption in April-May 2012.[6]

23. The ESCWA secretariat will issue a social policy brief on ageing which will address the challenges and opportunities of member States in mainstreaming ageing as part of a social equity approach to social development. The brief will also provide the background to a regional seminar on the ten-year review and appraisal of the Madrid Plan of Action to be held in 2011. It is hoped that this process will stimulate those member States which have not yet done so to formulate relevant policies and mainstream ageing issues into the development planning process.

24. In the event that additional resources become available, ESCWA envisions conducting a regional inquiry to identify obstacles to the implementation of the Madrid Plan of Action. The regional inquiry would support the production of a regional evidence-based assessment report, which would further lead to a proposal for a capacity-building programme to assist Arab countries in implementing the Madrid Plan of Action.

[6] In addition, ESCAP held a Seminar on Health Promotion and Active Ageing in November 2010 and is planning to organize a regional forum on developing institutional capacity in the delivery of elder care services in 2011.

IV. Lessons learned for the second review and appraisal of the Madrid Plan of Action

25. The first review and appraisal of the Madrid International Plan of Action on Ageing, 2002, produced more than seventy country reports, from all regions, that emanated from regional review and appraisal activities, as well as a number of global reports[7] which addressed major developments since the Second World Assembly on Ageing was convened. However, in the wake of the first review and appraisal of the Madrid Plan of Action, certain shortcomings in the process became apparent, which could point to potential challenges during the second review and appraisal.

A. Lack of capacity in qualitative and quantitative data collection

26. Resource constraints and capacity shortcomings at two regional commissions and also within a number of Member States made a comprehensive assessment of progress achieved since 2002 a challenging endeavour. In regions where demographic ageing is more advanced, there was a greater interest in the review and appraisal process as well as more resource availability by both member States and regional commissions, which lead to broader and more multi-layered information about the lives of older persons in these regions. Additionally, the review and appraisal process was facilitated by the availability of quantitative and qualitative data on the lives of older persons in these countries. In contrast, the participation of the majority of member States with a younger demographic profile, which usually correlated with a greater array of development challenges, remained limited. Five years after the completion of the first review and appraisal, these challenges still persist and may raise similar difficulties during the second review and appraisal cycle.

27. The participatory, bottom-up approach was utilized as a major assessment tool in a limited number of countries.[4] A few countries in the ECE region and approximately half of the member States of ECLAC used this assessment method. In addition, it was reported by ESCAP that nearly half of the countries surveyed reported carrying out analysis using participatory tools such as client satisfaction surveys and focus group research.[8] Experience shows that training in both the methodology and benefits of participatory assessment is an important factor in this assessment method being pursued with success. There is scope for the United Nations system and civil society organizations to provide more support in this area

28. The bottom-up approach largely rests on the participation of older persons and their organizations in the review and appraisal process. During the first review and appraisal, this participation remained limited in some regions, where only a few countries actively sought collaboration with civil society organizations in preparing their national reviews and appraisals.

29. In 2010, UNFPA, in collaboration with HelpAge International, launched a three-month global review on the status and availability of data, research, policy and institutional arrangements in relation to the provisions of the Madrid Plan of Action.

---

[7] E/CN.5/2007/7 and Corr.1, E/CN.5/2008/7 and Corr.1, and E/CN.5/2008/2.

[8] E/CN.5/2008/7 and Corr.1.

A global report will be issued consisting of national and regional overviews and a number of country case studies. UNFPA and HelpAge International, in collaboration with other entities of the United Nations system, are also developing a two-year programme of work aimed at strengthening the capacity of national governments to monitor and assess progress and identify gaps and challenges in the implementation of the Madrid Plan of Action. This programme also aims at building global knowledge of the challenges and opportunities in addressing the situation of older persons as part of national development strategies and will result in a publication on the state of the world's older people in 2012.

30. In December 2010, UNFPA organized, in co-sponsorship with the Department of Economic and Social Affairs, an expert group meeting on collecting data to monitor progress towards implementation of the Madrid Plan of Action. The meeting reviewed and recommended a minimum set of indicators that all countries could produce and use to monitor the implementation of the Plan of Action. UNFPA also plans to prepare guidelines and roll out training on the collection of data using this minimum set of indicators.

31. Related to this initiative, the Division for Social Policy and Development of the Department of Economic and Social Affairs has provided technical expertise to Armenia, Kazakhstan, the Republic of Moldova and Tajikistan, with financial support from UNFPA, to design and complete comprehensive quantitative and qualitative surveys on the situation of older persons. Household surveys have collected information on the health, lifestyle, welfare, working capacity and financial situation of older persons in these countries. Qualitative information has been collected on perceptions of ageing, quality of life and psychological issues. It is envisaged that the survey methodology will shortly be adapted and available for use by other Member States.

32. As the United Nations system works to expand such quantitative and qualitative data collection at the national level in developing and transition countries, more Member States will be in a position to provide in-depth national reports for review and appraisal. However, more needs to be done by Member States, with the assistance of national, regional and global research institutes and organizations as well as the United Nations system.

B. Participation of civil society

33. Some civil society organizations are well aware of the lack of capacity of their local constituencies to participate in the process and are already taking steps towards building such capacity. HelpAge International, for example, has started informing network members and partners in all regions of the process and will provide them with assistance in formulating activities designed to ensure that the voices of older persons are part of the review process at the national and regional levels.

34. Concrete plans are under way in several countries of Latin America and the Caribbean, Asia and the Pacific, and Africa. For example, in November 2010, the first ever regional network meeting of older persons' associations took place in Viet Nam to consider how they can participate in the processes leading up to 2012. In Mozambique, a national consultation will be organized within the framework of the

review of both the national plan of action for older persons and the Madrid Plan of Action.

35. HelpAge International is also building upon an ongoing initiative called "Age Demands Action" which brings the voices of older persons to policymakers and the general public. This initiative, which started three years ago in 23 countries, has now spread to 50 countries.

36. The involvement of civil society in the review and appraisal of the Madrid Plan of Action is critical on two levels. Firstly, it brings the voice of older persons into the process and contributes to the empowerment of older persons as active citizens. Secondly, in countries where capacity for data collection, research and information on the social situation and rights of older persons is limited, it provides an alternate source of information and knowledge critical to the review and appraisal process. Provisions for holding civil society forums in all regions, as part of the regional review and appraisal process should be made. This should also be considered at the national level with older persons and/or representatives of older persons from various areas of a country, who could bring the views of older persons to the national level.

37. At the regional level, ECE organized a civil society forum that preceded the ministerial regional conference of member States. Civil society was also represented at technical meetings. The ECLAC regional conference saw active civil society participation through civil society organizations in Latin America and the Caribbean in a regional forum on ageing. Non-governmental organizations active in the ESCAP region made presentations at the high-level review meeting. This practice should continue and/or be instituted and expanded.

38. Overall, civil society organizations were often either not given the opportunity to participate or had limited capacity to participate in the bottom-up review and appraisal process in many countries. In order to prevent a similar situation from occurring during the second review and appraisal process, concerted efforts are required by Member States, the United Nations system and civil society organizations. Regional commissions and civil society organizations are being requested to generate more information on the second review and appraisal process and highlight the participatory bottom-up approach to Member States and national and regional organizations. The Department of Economic and Social Affairs will update its website to highlight the review and appraisal process with a focus on the participatory approach and civil society.

V. Proposed calendar for the second review and appraisal of the Madrid Plan of Action

39. A step-by-step calendar of planned events, starting in 2011 at the national and regional levels and leading up to the global segment at the fifty-first session of the Commission for Social Development in 2013, is a helpful tool for Member States while organizing the second review and appraisal of the Madrid Plan of Action.

40. The participatory review and appraisal process was conceived as an ongoing national evaluation process that would also report to regional and global levels. While the review and appraisal exercise is not time-bound, it is important to set the target year for consolidating the findings at the global level. The target year of 2012

is important as it will mark the tenth anniversary of the Second World Assembly on Ageing convened in Madrid and, since there has not been a regional or a global review on ageing since 2007, it will also close a five-year gap in assessing the situation of the world's older persons and international action on ageing.

41. At the same time, however, a great deal of preparatory work remains to be done, at all levels, to make the bottom-up participatory review and appraisal more meaningful and successful compared to the first review and appraisal of the Madrid Plan. Therefore, a series of activities is proposed in the calendar that follows, highlighted by a global review and appraisal of the implementation of the Madrid Plan of Action during the fifty-first session of the Commission for Social Development in 2013. The tentative calendar for the second cycle of the global review and appraisal of the Madrid Plan of Action is set out below.

2011

42. As a first step, Member States would identify specific areas for in-depth participatory inquiries using the bottom-up approach and collect information about the actions they have taken since the first review and appraisal, such as new laws, policies and programmes, the establishment of coordinating mechanisms and information campaigns.

43. Information on the initial experience and good practices in organizing and conducting bottom-up participatory evaluation at the local and national levels will also be collected, analysed and presented later to the regional commissions. Upon request, the regional commissions, in cooperation with other entities, will assist countries in conducting their national review and appraisals and encourage participatory approaches to the process.

2012

44. Regional processes of review and appraisal will begin. Regional commissions will convene regional conferences in early to mid-2012, subject to the availability of sufficient financial resources, to consider the findings of national reviews, share experiences and good practices and identify priorities for future action. The regional commissions will submit the conclusions of the meetings and individual national reports to the Commission for Social Development in 2013.

2013

45. The Commission for Social Development, at its fifty-first session in February 2013, will conduct the global segment of the second cycle of review and appraisal of the Madrid Plan of Action. The modalities of this segment could include a series of plenary meetings, deliberations or a series of round tables. This would provide opportunities for assessing progress in the implementation of the Madrid Plan of Action at the national and regional levels, identifying achievements and obstacles in the implementation process, exchanging experiences and good practices, analysing international cooperation on ageing and selecting priorities for the next cycle of the implementation process. Participants could include representatives of Member States, United Nations system organizations and representatives of civil society. An outcome document would include the conclusions of the second review and appraisal exercise along with the identification of prevalent and emerging issues and

related policy options. Member States may wish to consider these and other options before making a final decision on the final format of the global segment for 2013.

VI. Recommendations

46. **The Commission for Social Development may wish to endorse the proposed calendar for the second cycle of review and appraisal of the Madrid Plan of Action. It may also wish to invite Governments to undertake an initial identification of the actions they have taken since the first review and appraisal exercise, with the aim of presenting this information to the Commission at its fiftieth session in 2012, so that each country may establish for itself the action or activity it intends to review utilizing a bottom-up participatory approach.**

47. **In addition, the Commission may wish to request Governments to establish or strengthen a national coordinating body or mechanism, which would include the lead agency, to facilitate the implementation of the Madrid International Plan of Action on Ageing, 2002, including its review and appraisal.**

48. **The Commission may wish to encourage Member States to utilize more fully, within their specific national circumstances, the bottom-up participatory approach to review and appraisal.**

49. **The Commission may further encourage Member States, if they so desire, to utilize the open method of coordination during their national review and appraisal exercise.**

50. **The Commission may wish to encourage the regional commissions to continue to facilitate, including through their intergovernmental bodies, the review and appraisal exercise at the regional level by:**

(a) **Promoting networking and the sharing of information and experiences;**

(b) **Assisting and providing advice to Governments in the gathering, distillation and analysis of information, as well as in the presentation of the findings of national reviews and appraisals;**

(c) **Developing a regional analysis and defining priorities for future policy action.**

51. **The Commission may decide to request the United Nations system to support national efforts for review and appraisal by providing, upon request, technical assistance for capacity-building.**

52. **The Commission may also wish to encourage Member States and United Nations organizations, where appropriate, to provide support to regional commissions in facilitating the review and appraisal process and organizing regional conferences to review national review and appraisal results in 2012.**